



**EESI**

Environmental and  
Energy Study Institute

***Materials will be available at:***

**[www.eesi.org/021325camp](http://www.eesi.org/021325camp)**

***Post about the briefing:***

**#eesitalk @eesionline**

# **Understanding the Budget, Reconciliation, and Appropriations Congressional Climate Camp**

Thursday, February 13, 2025

# About EESI



## **Nonpartisan Educational Resources for Policymakers**

A bipartisan Congressional caucus founded EESI in 1984 to provide nonpartisan information on environmental, energy, and climate policies



## **Direct Assistance for Equitable and Inclusive Financing Program**

In addition to a full portfolio of federal policy work, EESI provides direct assistance to utilities to develop “on-bill financing” programs



## **Commitment to Diversity, Equity, Inclusion, and Justice**

We recognize that systemic barriers impede fair environmental, energy, and climate policies and limit the full participation of Black, Indigenous, people of color, and legacy and frontline communities in decision-making



## **Sustainable Solutions**

***Our mission is to advance science-based solutions for climate change, energy, and environmental challenges*** in order to achieve ***our vision of a sustainable, resilient, and equitable world***

# Policymaker Education



## **Briefings and Webcasts**

Live, in-person and online public briefings, archived recordings, and written summaries

## **Climate Change Solutions**



Bi-weekly newsletter with everything policymakers and concerned citizens need to know, including a legislation and hearings tracker



## **Fact Sheets and Issue Briefs**

Timely, objective coverage of environmental, clean energy, and climate change topics



## **Social Media (@EESlonline)**

Active engagement on Bluesky, Facebook, LinkedIn, X, and YouTube



# Upcoming Briefings



**EESI**  
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## Congressional Climate Camp

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**Navigating Climate Information for Effective Policy-Making**  
Recording available @ [eesi.org](https://eesi.org)

**Understanding the Budget and Appropriations Process**  
Today!

**Clean Manufacturing in America**  
Wednesday, February 26, 2025, 2:30-4 PM

**The Process and Path Forward for a Bipartisan Surface Transportation Bill**  
Thursday, March 13, 2025, 3-4:30 PM

**Sign up for our *Climate Change Solutions* newsletter here: [eesi.org/signup](https://eesi.org/signup)  
Briefing RSVP here: [eesi.org/2025climatecamps](https://eesi.org/2025climatecamps)**



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# What did you think of the briefing?

**Please take 2 minutes to let us know at:**

[www.eesi.org/survey](http://www.eesi.org/survey)

*Materials will be available at:*

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Thursday, February 13, 2025



**Congressional Research Service**  
Informing the legislative debate since 1914

# Appropriations Process for the U.S. Environmental Protection Agency

Angela Jones, Analyst in Environmental Policy

February 13, 2025

# Annual Appropriations Cycle

1. President submits budget to Congress.



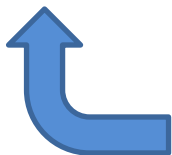
2. Congress adopts budget resolution.



3. Congress considers appropriations measures.



5. President may sign or veto measure.



4. House and Senate confer to resolve differences.

For more information, see CRS R42388, *The Congressional Appropriations Process: An Introduction*.



# Appropriations Subcommittee Structure

The current structure includes the following 12 subcommittees in the House and Senate:

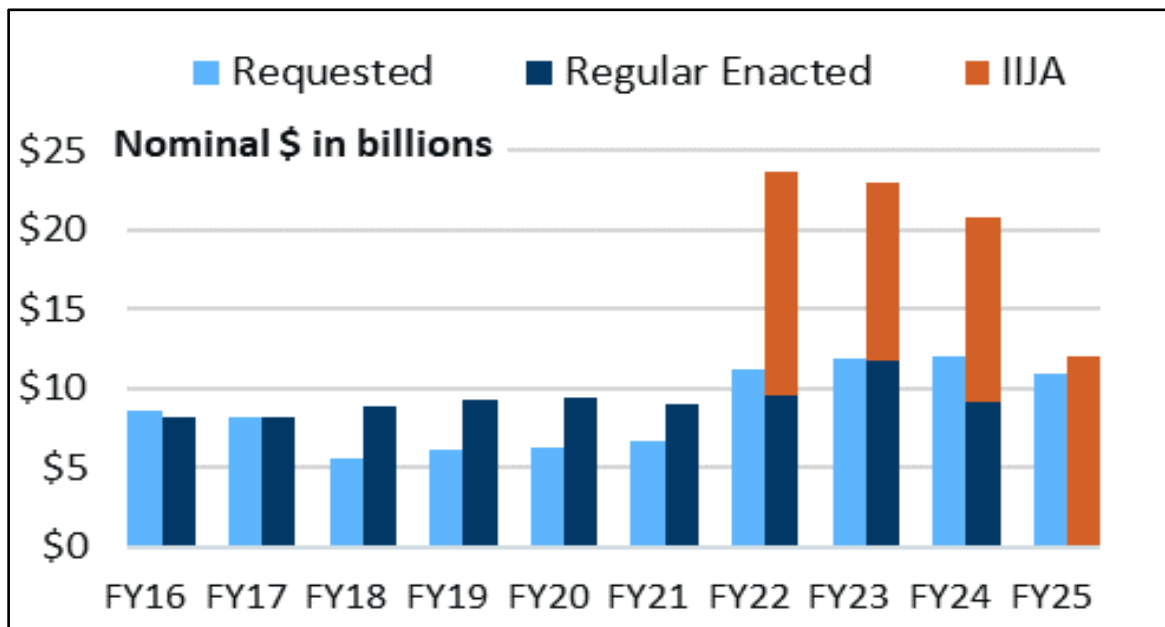
- Agriculture, Rural Development, Food and Drug Administration;
- Commerce, Justice, Science, and Related Agencies;
- Defense;
- Energy and Water Development, and Related Agencies;
- Financial Services and General Government;
- Homeland Security;
- **Interior, Environment, and Related Agencies; (includes EPA)**
- Labor, Health and Human Services, Education;
- Legislative Branch;
- Military Construction, Veterans Affairs, and Related Agencies;
- State, Foreign Operations, and Related Programs; and
- Transportation, Housing and Urban Development, and Related Agencies.





# EPA Appropriations Overview

## Budget Authority: FY2016-FY2024 Enacted and FY2025 Requested

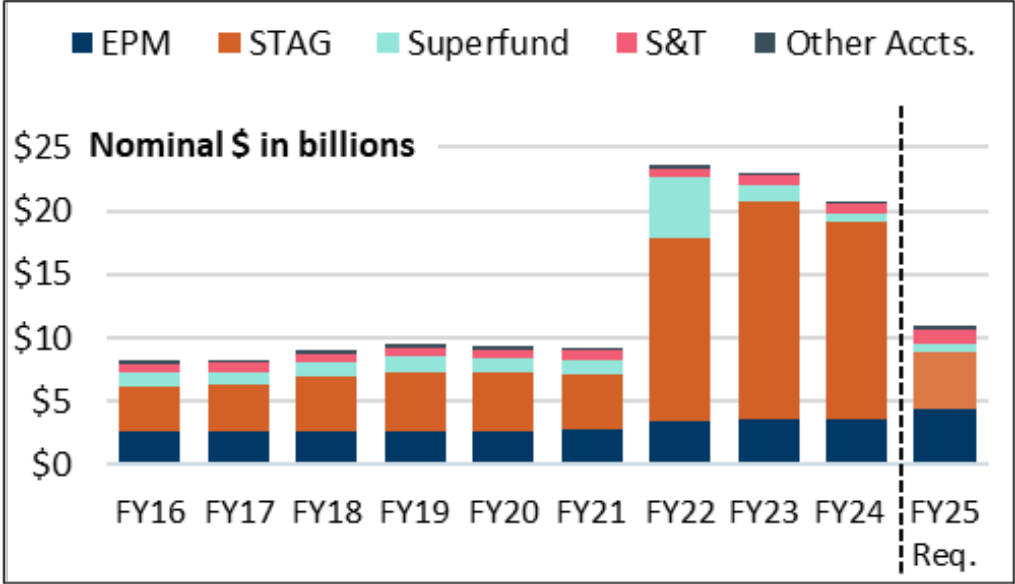


**Source:** CRS, using information from the *Congressional Record*; House, Senate, and conference reports; and EPA's *FY2025 Congressional Budget Justification*. Enacted amounts reflect rescissions, supplemental, and advanced appropriations, except FY2022 enacted amounts do not include \$41.46 billion in supplemental appropriations provided in P.L. 117-169 (IRA).



# EPA Accounts: Enacted and Requested Budget Authority

## FY2016-FY2024 Enacted and FY2025 Requested



**Source:** CRS, using information from the *Congressional Record*; House, Senate, and conference reports. Enacted amounts reflect rescissions and supplemental appropriations, except FY2022 enacted amounts do not include supplemental appropriations provided in the Inflation Reduction Act (P.L. 117-169). FY2025 Requested amounts do not include IJIA advanced appropriations. EPM=Environmental Programs and Management. STAG=State and Tribal Assistance Grants. S&T=Science and Technology.



# Climate-Related EPA Appropriations: Selected Examples

Congress provides funding for many activities throughout EPA appropriations with a connection to climate change.

## Science and Technology: Clean Air Program Area

- FY2024 Enacted: \$138.6 million
- FY2025 Request: \$227.4 million

## Environmental Programs and Management: Clean Air Program Area

- FY2024 Enacted: \$299.0 million
- FY2025 Request: \$604.1 million

**Note:** Examples of climate-related appropriations are provided for illustrative purposes and do not represent a comprehensive list of EPA activities that could be considered related to climate or climate change activities nor are these programs necessarily entirely devoted to climate activities.



# Examples of Climate-Related EPA Appropriations (cont.)

## State and Tribal Assistance Grants

- **Diesel Emissions Reduction Grants**
  - FY2024 Enacted: \$90.0 million
  - FY2025 Request: \$100.0 million
- **Wildfire Smoke Preparedness**
  - FY2024 Enacted: \$7.0 million
  - FY2025 Request: \$7.0 million

**Note:** Examples of climate-related appropriations are provided for illustrative purposes and do not represent a comprehensive list of EPA activities that could be considered related to climate or climate change activities nor are these programs necessarily entirely devoted to climate activities.



# Examples of Climate Related EPA Appropriations: IRA

## Climate Pollution Reduction Grants

- FY2022 Enacted: \$5.0 billion

## IRA Section 60103: Greenhouse Gas (GHG) Reduction Fund

- \$27.0 billion to EPA for FY2022 for competitive grants to reduce GHG emissions
- Grant Programs and Awards:
  - Solar For All: \$7.0 billion
  - National Clean Investment Fund: \$14.0 billion
  - Clean Communities Investment Accelerator: \$6.0 billion



# More Information

CRS Reports: [crsreports.congress.gov](https://crsreports.congress.gov) (public)

- [IF12626 - U.S. Environmental Protection Agency \(EPA\) FY2024 Appropriations](#)
- [IF 12711 - U.S. Environmental Protection Agency \(EPA\) Appropriations: FY2025 President's Budget Request](#)
- [R47262 - Inflation Reduction Act of 2022 \(IRA\) Provisions Related to Climate Change](#)
- [IF 12387 - EPA's Greenhouse Gas Reduction Fund \(GGRF\)](#)

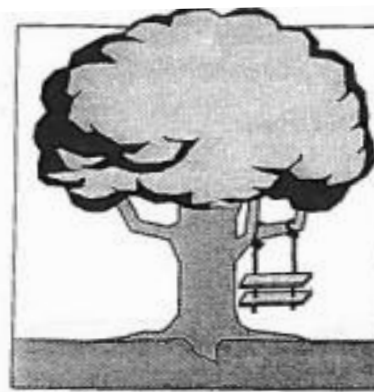




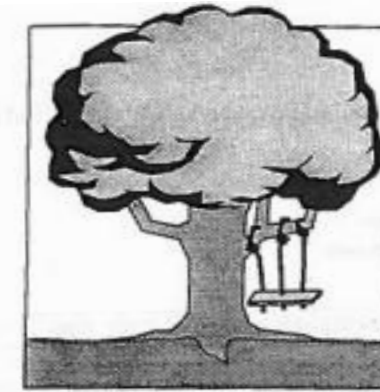
# Appropriations 101 – Staffer Perspective for Understanding the Process

February 13, 2025

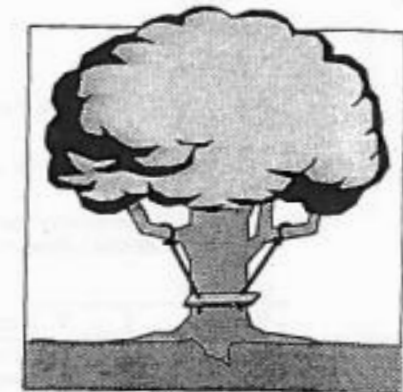
# How to navigate through a complex process



As Introduced



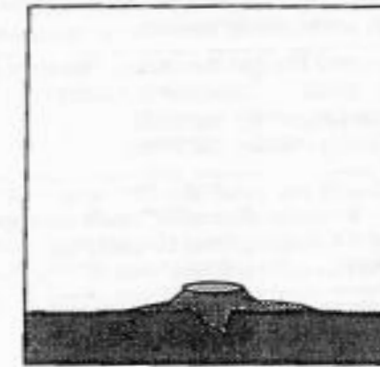
As Amended In  
Committee



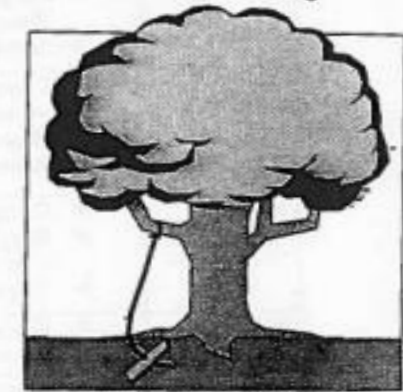
As Amended On  
Second Reading



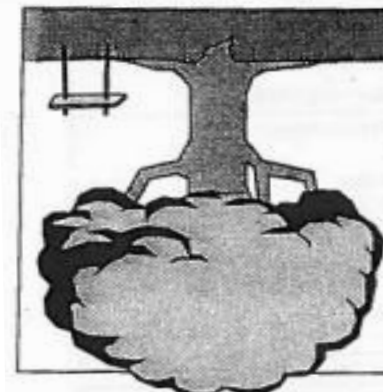
As Enacted



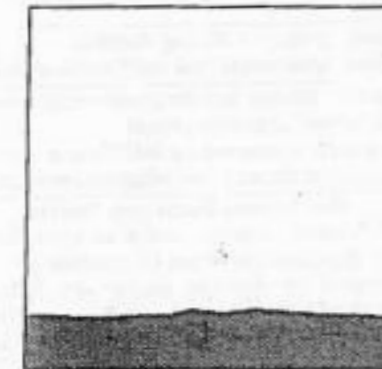
As Funded By Joint  
Budget Committee



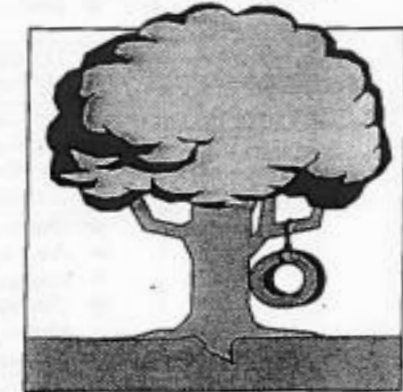
As Implemented By  
The State Agency



As Reported By  
The Media



As Understood By  
The Public



What Was Actually  
Needed





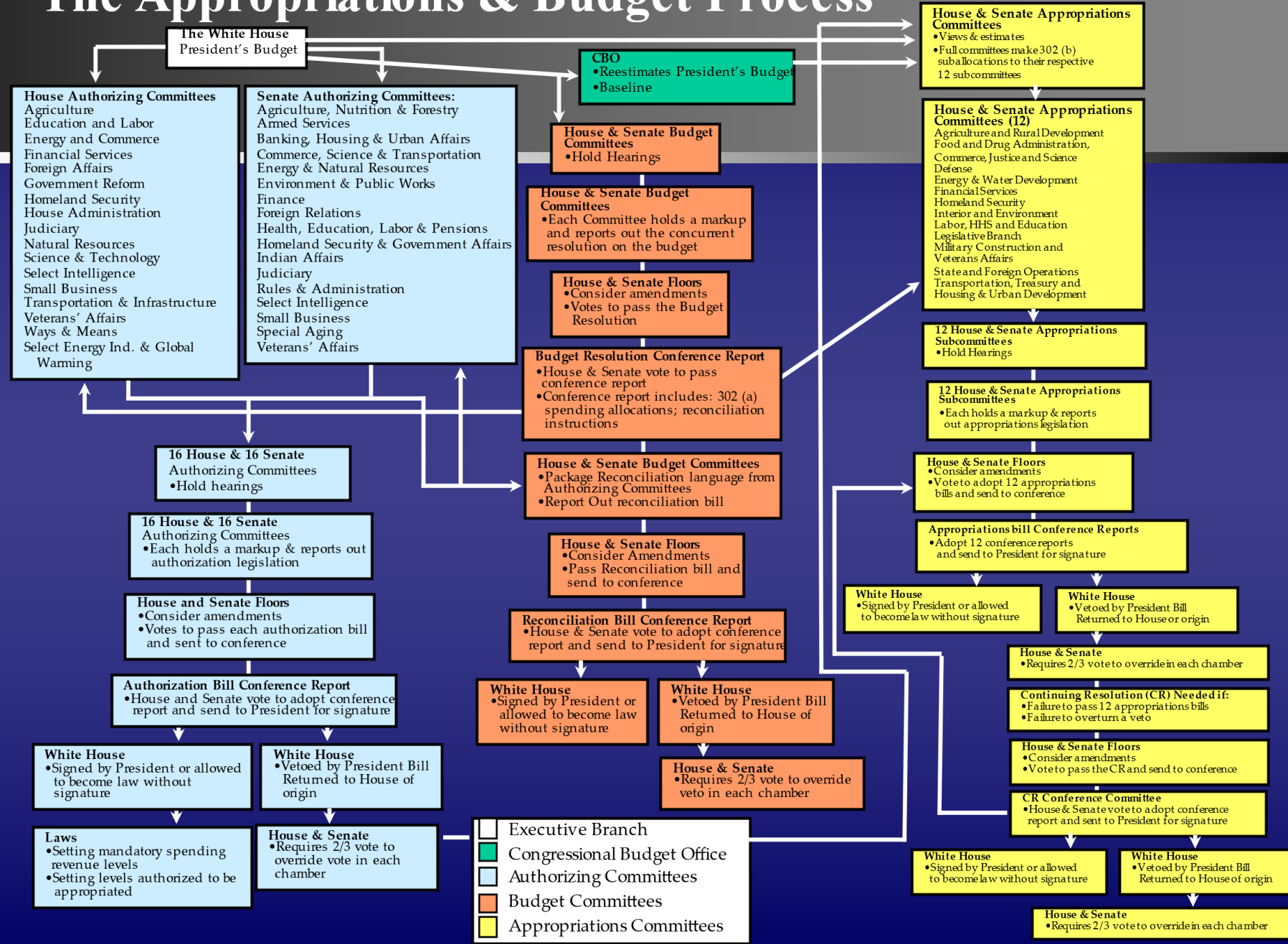
# A LOT has changed with Congress and the country since 1789

- ❖ 37 more states
- ❖ 332 million people (2020)
  - ❖ (3.9 million in 1790)
- ❖ 761,179 people per congressional district
  - ❖ (30,000 in 1789)
- ❖ 30,000+ statutes (estimate)



# The Federal Budget Framework – 1974 Budget and Impoundment Control Act

## The Appropriations & Budget Process



# Discretionary Spending - 302(a) and 302(b) Allocations

(FY25 Funding - \$1.606 Trillion) (Senate version)

**Defense (51.7%)**  
\$830.9 billion

**Labor, HHS,  
Education  
(12.4%)**  
\$830.9B

**Military  
Construction  
and VA (9.3%)**  
\$148.9B

Transportation,  
HUD (5.5%)  
\$87.7B

**Commerce,  
Justice,  
Science (4.3%)**  
\$69.2B

**Energy and  
Water (3.8%)**  
\$61.5B

**Homeland  
Security  
(3.8%)**  
\$60.5B

**Interior and  
Environment  
(2.3%)**  
\$37.7B

**State, Foreign  
Operations  
(3.5%)**  
\$55.7B

**Agriculture  
(1.7%)**  
\$27B

**Financial Services  
and General  
Government (1.3%)**  
\$21.2B

**Legislative Branch (0.4%)**  
\$7B





# Federal Budget and Appropriations Process



## JANUARY

- ❖ Office of Management and Budget (OMB) finalizes the new budget request.
- ❖ President speaks to Congress signaling his priorities in the State of the Union.

## MARCH

- Appropriations and authorizing committee hearings begin on the budget request.
- Budget Committees draft annual resolution.
- Possible House and Senate floor action taken on their versions of the Congressional Budget Resolution
- Members send priority requests to appropriators on Appropriations subcommittees.

## FEBRUARY

- ❖ President's budget request is sent to Congress for its consideration.
- Budget Committees start hearings on a Congressional Budget Resolution.

## APRIL

- Congressional Budget Resolution debate continues.
- April 15<sup>th</sup> – Statutory deadline for completion of Congressional Budget Resolution (frequently missed)

## MAY

- Congressional Budget Resolution debate concludes.
- May 15 – Statutory date after which appropriators may begin to consider bills even if a Congressional Budget Resolution is not finalized.
- House/Senate Appropriations issue 302(b) allocations to their respective subcommittees.

## JULY

- Senate Appropriations subcommittees/full committee markups are underway.
- Senate floor consideration of appropriations bills begin
- ❖ Federal agencies begin to formulate the next fiscal year's budget proposal.

## JUNE

- House Appropriations subcommittee/full committee markups are underway.
- House floor debate on appropriations bills begin.

## AUGUST

- House/Senate stand in recess during August (dates vary).
- House/Senate appropriations staff begin conference negotiations.





## SEPTEMBER

- Appropriations House/Senate conference negotiations begin.
- House and Senate conferees meet to finalize bills.
- Conference bills are approved by the full House and then the full Senate.
- ❖ President signs bills into law after conference bills are approved by Congress.

## NOVEMBER

- ❖ OMB and federal agencies negotiate the next fiscal year's budget request with rounds of feedback and input.

## OCTOBER

- October 1<sup>st</sup> – New federal fiscal year begins.
- Continuing resolutions begin remaining bills.
- Any appropriations negotiations not resolved in September continue.
- ❖ Federal agencies send proposals for next fiscal year's budget to OMB.

## DECEMBER

- ❖ OMB and federal agencies resolve differences on next fiscal year's budget request.



# Opportunities to Engage in the Appropriations Process





# Ways to be Engaged in the Appropriations Process

**Submit appropriations requests or submit congressional support letters.**

- Timeframe – typically February and March after the budget request is released to Congress
- Requests include three primary ways related to a policy or programs:
  - Funding request levels (programmatic and member requests)
  - Report language requests
  - Bill language requests

**Engage in the appropriations or authorizing committee oversight process**

- Timeframe – typically March - July
- Hearing process by:
  - Asking questions at authorizing, budget and appropriations hearings
  - Submitting questions for the record



# Ways to be Actively Engaged in the Appropriations Process

## Engage on the Senate and House floor debates

- Timeframe – typically June, July, September . . . . rest of year?
- If an appropriations bill or minibus package of bills is on the floor, this may be a chance to offer amendments.

## Indicate member priorities to federal agencies

- Timeframe – throughout the entire year, but often later in the year
- In terms of the federal agency budget development process, it is best to be in contact with the federal agencies early fall as they are formulating their future budget requests to Congress for the next fiscal cycle.



# Individual Member Requests – An Overview

- Reformed process was reestablished in FY2021 after being prohibited for a decade
- House and Senate reforms (examples)
  - 1% of discretionary funding limit; for-profit entities banned; members must post requests
- House and Senate Approaches (118<sup>th</sup> Congress guidance)
  - Senate – Congressionally Directed Spending / House – Community Project Funding
  - Cap for House members (up to 15 requests) and no caps for Senators
  - Subcoms/accounts – Senate 9 subcoms/60 accounts // House 7 subcoms/36 accounts
- Increased transparency - GAO has been analyzing enacted requests – Tracking the Funds
- Participation (bipartisan & bicameral) – FY24 – 80.5% overall (83.7% of House & 66% of Senate)



# Key Documents and Information

- **Administration Budget Request – White House / Office of Management and Budget**
- **Congressional Justifications (CJs) – Specific request outlined by each department and agency**
- **House and Senate offices have online portals for requests to the Appropriations Committees**
- **Budget Committee resolution – 302(a) and Appropriations Committee - 302(b)**
- **Appropriations Subcommittee ‘marks’ – summary, bill and report**
- **Appropriations Full Committee ‘marks’ – summary, bill and report**
- **Continuing Resolutions**
- **Conference report – in the form of an individual bill, a minibus, or an omnibus**



# Key Elements for Engagement

- **Office - Have a good internal organizational system set up (DC and district)**
- **Fly-in season - Meet with constituents in Washington or the district**
- **Deadlines and requirements (sorting requests, selecting priorities, getting member approval, making submissions)**
- **Programmatic and individual member requests – Be aware of both options**
- **Subcommittee engagement - Highlight requests & provide insight on member priorities**
- **Constituent updates – Stay in touch in a timely manner on where things stand**
- **Highlight wins – Focus on the provisions enacted that were member priorities**



# Budget Reconciliation

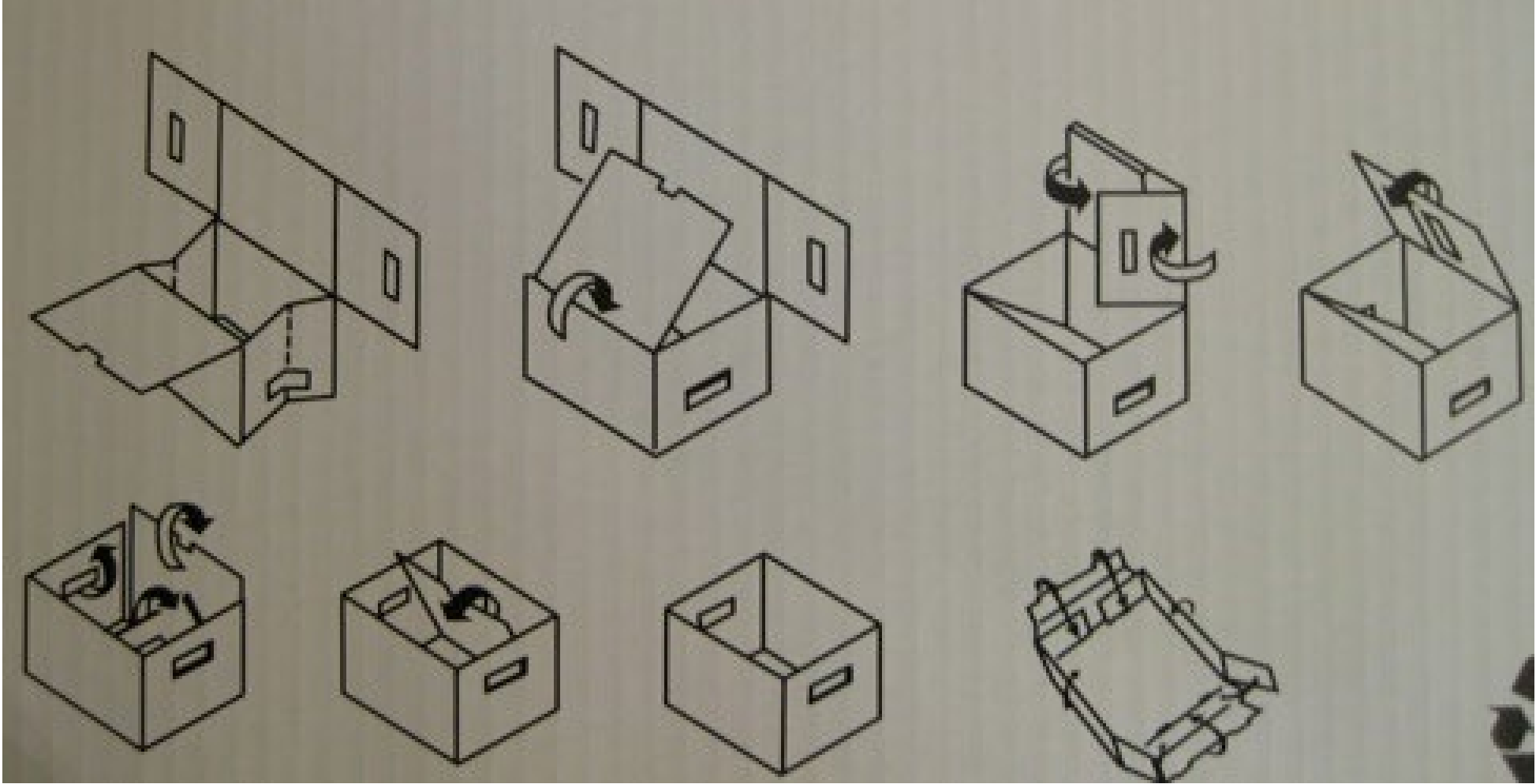
Molly Reynolds

The Brookings Institution

EESI Climate Camp

February 2025

# Step #1: Assembling the Box



# Step #1: Assembling the Box

- How many boxes are we building?
  - How big is the box?
  - Which committees are allowed to put things in the box?
  - Is there anything in the box that might violate Senate rules?
- 
- Once the box is assembled, the budget resolution comes to the floor; can't be filibustered in the Senate



## Step #2: Filling the Box



# Step #2: Filling the Box

- The job of individual committees
- Types of spending that you can put in the box
- Rules can constrain in two ways
  - Is the box actually a reconciliation bill? (Does the bill retain privilege?)
  - Does everything in the box comply with the rules? (Are there Byrd Rule violations?)

# Step #3: Carrying the Box Over the Finish Line



# Step #3: Carrying the Box Over the Finish Line

- Debate in the Senate is limited to 20 hours
  - Amendments must be germane
  - Potential for a vote-a-rama
- Debate in the House has generally been limited to one or three hours, with limited amendments

